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Techniques of law enforcement against...

Washington

1943

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Techniques of
LAW ENFORCEMENT AGAINST PROSTITUTION

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Approved by—

THE NATIONAL SHERIFFS' ASSOCIATION

THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

THE INTERDEPARTMENTAL COMMITTEE ON VENEREAL DISEASE CONTROL
(Army, Navy, Federal Security Agency)

[A Manual for the Guidance of Enforcement Officers in Proceeding Against Prostitutes and Procurers]

Techniques of
LAW ENFORCEMENT AGAINST PROSTITUTION

Compiled by—
THE NATIONAL ADVISORY POLICE COMMITTEE TO THE FEDERAL SECURITY ADMINISTRATOR

FEDERAL SECURITY AGENCY
OFFICE OF COMMUNITY WAR SERVICES
DIVISION OF SOCIAL PROTECTION

U. S. GOVERNMENT PRINTING OFFICE, WASHINGTON . 1943

Preparation of this Manual was supervised by the Executive Commitee of the National Advisory Police Committee. The Committee is appreciative of suggestions and assistance from members representing the Army, Navy, United States Public Health Service and Social Protection Division of the Federal Security Agency, and the American Social Hygiene Association.

EXECUTIVE COMMITTEE OF THE N. A. P. C.

Capt. DONALD S. LEONARD, *Chairman*, Michigan State Police; Past President, International Association of Chiefs of Police.

HOMER W. GARRISON, Jr., Director of Texas State Department of Public Safety.

CHARLES J. HAHN, Jr., Secretary, National Sheriffs' Association, Washington, D. C.

EDWARD J. KELLY, Superintendent, Rhode Island State Police; Executive Secretary, International Association of Chiefs of Police.

ELIOT NESS, Director of Social Protection, Federal Security Agency, Washington, D. C.; Former Director of Public Safety, Cleveland, Ohio.

JOSEPH T. OWENS, Chief of Police, Rome, N. Y., President, International Association of Chiefs of Police.

WILLIAM SOUTER, Sheriff, Erie County, Sandusky, Ohio; President, National Sheriffs' Association.

DONALD F. STIVER, Superintendent, Indiana State Police.

JOHN L. SULLIVAN, Chief of Police, Pittsfield, Mass.

JOHN F. WOODS, Chief of Police, Norfolk, Va.

Additional single copies may be obtained by writing:

International Association of Chiefs of Police, 918 F Street NW, Washington, D. C.

The National Sheriffs' Association, 303 Bond Building, Washington, D. C.

National Advisory Police Committee, Federal Security Agency, Washington, D. C.

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This manual is addressed to law enforcement officers. It is not for general distribution

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INTRODUCTION

THE NATIONAL ADVISORY POLICE COMMITTEE was appointed by Paul V. McNutt in June 1942 to advise him on his responsibilities under the provision of the Eight-Point Agreement for the repression of prostitution, and under the May Act.

This Committee by its endorsement and vigorous promotion of a law enforcement program assisted greatly in the elimination of the segregated and tolerated red-light district in 1942. In December 1942 it issued its first report on law enforcement in which it set forth several special procedures for a police attack on the next problem, assignations in taverns, cocktail bars, and night clubs, and contacts in hotels, rooming houses, auto camps and taxicabs.

The outline of these techniques was necessarily brief in the committee report, and at the suggestion of many law enforcement officials, more detail on each is now offered in this manual. Techniques described herein are taken from successful enforcement operations throughout the United States. It may well be that even better methods of coping with each of the problems have been devised by police chiefs or sheriffs, but they have not been brought to the attention of the Advisory Committee. The Committee will welcome additional suggestions and as they are received they will be published as a supplement to this manual.

Prostitution in all forms must be suppressed. The simplest suppression method aims at the removal of profit from the practice. It is hoped that this manual will serve a twofold purpose for law enforcement officers. It suggests (1) a method of operation against interests knowingly profiting from prostitution activi-

ties; (2) a method of enlisting cooperation of the unwitting facilitator—the hotel owner, tavern owner, taxicab operator and others—in self-policing methods.

Continuous harassment of pimps and procurers by these police and private methods reduces the prostitute's opportunities for contacts, with a comparable reduction in venereal infections to her patrons.

A much more difficult problem, becoming increasingly more apparent, is that presented by the promiscuous girl, who may be motivated by the good-time lure or even a misguided patriotism. She may not have the experience of her profit-seeking sister, but she is a close rival in spreading venereal disease.

The dangers to these misguided youngsters simply emphasize the necessity in their cases, and the opportunity even in the case of the prostitute, to set up social-protection processes both to prevent the chance of a misstep and to redirect them into productive employment. Other material on this subject is available through the Social Protection Division, Federal Security Agency, and public and private social agencies, State and local. One chapter on the subject has been included in this manual, however, emphasizing police responsibility in this connection.

Establish a close liaison with your city and county health officers. If in a military area, establish a working relationship with the military or naval authorities at the camps or bases. Rapid reporting of infections to your health officer by the military will aid you in locating the facilitator.

In the report issued by this Committee last October to Hon. Paul V. McNutt, Administrator, Federal Security Agency, progress on the part of law-enforcement officers was reported. We are continuing to make

progress, and as we proceed against the interests which promote and profit through prostitution, we are also doing our part in assisting in a broad educational program. As the public becomes educated to the hazards of prostitution, the venereal disease rate of the Nation will show a corresponding reduction.

Legal Authority

No effort is made in this manual to indicate the legal basis for the techniques suggested, but the manual is based on the best practical legal advice. If statutes or ordinances are inadequate, or if the court's or prosecutor's interpretation does not sustain any suggested procedure, have your legal adviser consult the State bar association Committee on Courts and Social Protection, or John Goldsmith, Chairman, American Bar Association Committee on Courts and Social Protection, Radford, Va.

Special Note

In this manual reference is made, of necessity, to hotels, taxicabs, tourist camps, taverns, and other types of business which, because of their facilities, are used by the promiscuous woman as places of assignation or contact. This Committee, in dealing with the undisputed fact, is in no manner casting a reflection upon any business as a whole. Ninety percent of any legitimate business group operates in an ethical manner. It is for the remaining 10 percent who try to "beat the law" that the following suggestions were prepared for use by enforcement officers. Furthermore, while full responsibility is assumed by the Committee for this

manual, national officials of the hotel and cab industry were consulted and reviewed the entire manuscript. Their cooperation has been and continues to be an essential part of this program.

Crime or Disease

Throughout this manual, the law enforcement officer will be repeatedly reminded of the importance of medical examination of all arrested prostitutes. Too much emphasis cannot be given the necessity for this procedure.

Arrest of prostitutes or detention of extremely promiscuous women should be based upon violation or suspected violation of specific ordinances or statutes, and not as suspect of having a venereal disease. There is no legal charge of this kind and without visible lesions not even a physician could, at sight, suspect a man or woman of being infected. A police officer testifying to his suspicion of the accused being venereally infected would be laughed out of court.

If a woman is arrested for engaging in prostitution, the health officer has reason to believe that she may be infected and for that reason he requests that all persons arrested on this type of morals charge be held for examination for two principal reasons:

1. In order that the person, if infected, may be treated and cured.
2. To prevent spread of the disease.

If a man or woman is infected, that fact should have no bearing on the type of charge to be filed against the defendant. The exception to this, however, is in instances where it can be proved that the

prostitute or the patron knew they were infected at the time of their relations.

The Nation's health officers are making a concerted effort to educate the public in voluntary application for treatment of venereal disease. This educational program can be seriously retarded if the public, through misunderstanding, identifies it with the enforcement branch of Government.

When the venereal disease control officer of an Army or Navy post informs the local health officer of infection reports, it becomes the responsibility of the health officer, not the police officer, to arrange for women named in these reports as infectious to appear at the health clinic for medical examination. If the health officer requires the assistance of the police officer in locating a person named, that assistance should be given.

Some law enforcement officers have made the wrong use of venereal disease infection reports. They have taken women into custody on the basis of these reports alone and without any evidence of a violation of criminal law.

This practice is extremely hazardous and harmful. Her name on these reports is no direct evidence that she is a prostitute or guilty of any crime.

The outcome of an arrest or detention of a woman who is not a prostitute, and who may be free of disease, is obvious.

Infection reports supplied the health officer furnish valuable information as to point of contact and place of activity. This information, passed on to police by the health officer, will afford enforcement an opportunity to proceed against facilitators as well as investigate contact points frequently mentioned in the reports.

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Why Repress and Suppress Prostitution

Nearly every police chief has cooperated with this program, but quite a number have asked this question. The Committee commends them for their cooperation, but wants every one of them to know why the policy is universally approved, and to do their job, not with doubts, but with enthusiastic acceptance.

The basis of this program is public health and war manpower, but the Committee reminds you that there are also fundamental moral and social issues involved. This issue has not been employed much thus far by advocates of repression, at least insofar as the Federal Government is concerned, but we believe this to be the opportune time to present it. It is particularly offered to the advocate of segregation who may concientiously continue in the false belief that an "ideal" district may be established with no health hazard involved. This argument is frequently heard in vicinities of military or naval posts.

If a district were to be set up under the most favorable circumstances for the exclusive use of the man in uniform, where and how would the inmates be recruited? It may be said that there are thousands available today and that the supply will never be exhausted. The supply may never be exhausted as long as society permits prostitution to occupy a recognized niche in the American way of living. But assuming that the women had to be recruited for this work, how many segregation advocates would permit their daughters or sisters to enter the work as a profession?

Yet, every woman engaged in prostitution is some man's daughter. In this mighty struggle for the preservation of the ideals of a form of government which

we know is right, we are not fighting for something which practically permits and encourages young girls to be sold into virtual slavery.

The Committee believes that one of the best forthright statements combining both these considerations and the practical public health argument has been made by Dr. Gillick of the United States Public Health Service and it has therefore incorporated it at this point in the manual.

"SHE LOOKED CLEAN"

By Frederick G. Gillick, *Passed Assistant Surgeon (R) U. S. Public Health Service*

Why repress and suppress prostitution?

This question is asked with great regularity by many officers and men in the armed forces, and by many law-enforcement officers. The moralist's answers do not always satisfy, and too frequently his lessons are forgotten.

Let us examine the real reasons why the Army, Navy, United States Public Health Service, and the Social Protection Section seek the repression of prostitution in and around military camps and centers of war industry. Briefly, it is because they seek to lower the number of venereal disease patients in the armed forces and industrial plants, thus increasing the effective work-hour average per man or woman.

In World War I, venereal diseases were responsible for 357,969 casualties, 100,000 more than the number of men killed and wounded in action. More than 10 percent of all sick reports made during the entire war were attributable to gonorrhea or syphilis. Venereal disease casualties cost the Army 7,000,000 days of service. Only "flu" exceeded venereal disease as a loss of time from duty. Venereal disease ranked fourth as a cause of permanent disability requiring discharge from service.

Syphilis was responsible for 95,000 rejections out of the first 2,000,000 men physically examined for Selective Service in World War II.

From 1940 to 1942 inclusive, newly contracted venereal disease infections have been responsible for 329,000 service men being incapacitated for a total of 4,175,000 days. It is impossible to compute the toll of manpower days taken from the ranks of essential war workers by gonorrhea and syphilis.

A reduction in the Army and Navy venereal disease rate does not justify complacency in the attack upon prostitution.

COMMITTEE'S NOTE

"But why pick on the prostitute? Why not have houses of prostitution under regular medical inspection for both the inmates and the men visiting them?"

These two questions deserve logical answers. The average prostitute, to meet her financial obligations, must accommodate about 20 men per day. She finds it more profitable to serve two or three times that number. The prostitute is not in business for pleasure or for the benefit of mankind; she is in it for money—the more the better. It does not take a mathematical genius to figure out what a prolific spreader of venereal disease an infected prostitute can be. The average "good time" girl, or amateur prostitute, at best, only contacts from 3 to 5 men a night. Her method is slower. Mathematically, the infected amateur is a far less prolific spreader of venereal disease than the professional. Both are dangerous and practically 100 percent become infected.

The natural question that follows is: "Doesn't the professional prostitute know how to take care of herself and thus keep herself from becoming infected, by means of douches, et cetera?"

The answer is simple and in the negative. Prostitutes of all kinds realize that pregnancy, for months at least, must put an end to their activities. Consequently, the few who are able to command relatively high fees have often resorted to douches in an attempt to continue their careers without interruption. That they have frequently failed, we all know. Consider then the chances of avoiding venereal infections by their methods when the germ transmitting syphilis or gonorrhea is several hundred times smaller than the male sperm cell.

A thorough douche, according to medical authorities,

takes at least 20 minutes. Does a prostitute ever take that much time between patrons? No!

A prostitute can transmit gonorrhea, syphilis, and other venereal diseases without becoming self-infected. Even with a perfunctorily executed douche, her body will retain the germs of venereal disease from any of her preceding patrons who were infected. Each new customer will, in turn, be directly exposed to these germs; and add to them. This explains why a prostitute with syphilis, who is herself under treatment which renders her own disease non-infectious, is sometimes given as the source of a fresh syphilitic infection. Visualize, if you will, 20 to 40 men bathing in the same tub of water in one evening. Not a nice thought, but common sense tells us that various diseases might develop to these bathers. The same comparison may be drawn between a prostitute and her patrons of a single evening.

"But," you may say, "a doctor can examine the prostitute and certify whether or not she is infected!"

Properly educated, scientific, ethical, and honest physicians are unable to do this. A physician who certifies prostitutes as non-venereal or non-infectious is either intentionally dishonest or grossly incompetent. Why? Let us examine a few of the many reasons why this is a physical scientific impossibility.

First of all, it is necessary to know the definition of an incubation **period.** This is the period of time (in the case of syphilis) from the instant the syphilis germ passes between sex partners until signs on or in the body show up well enough to permit actual or suspected diagnosis. With syphilis, the incubation period averages about 21 days, and can vary from 10 to 90 days or longer. During this time there are no means whatso-

ever by which the disease can be diagnosed. In a well-regulated house of prostitution, therefore, we would have to isolate **both** the prostitute and the customer for a minimum of 90 days to be **sure** that neither was infected with syphilis. During the period of isolation, if it were properly conducted, they should be physically isolated from all other human beings. Ridiculous, isn't it? But let us go further.

At the end of the incubation period a chancre appears which is missed or not seen in at least 30 percent of female patients. It may not be, however, until several days or weeks after the first appearance of the chancre that the blood test becomes positive. Blood tests for syphilis taken before this period of time has elapsed are frequently negative. To what does it add up? The answer is obvious.

Now let us look at gonorrhea in the female. The incubation period for this disease is usually 3 to 5 days, but in some cases extends to 2 weeks. The majority of women have few, if any, symptoms early in gonorrhea unless their internal organs are affected. Therefore, most of them have no occasion to seek the aid of a physician. But in this period she is a carrier. In the male, the early signs are obvious and practically unmistakable.

What about making the diagnosis in the female? It sounds simple—but in most cases it is like looking for the proverbial needle in the haystack. During intercourse a man comes in contact with those parts of a prostitute's body which are almost certain to contain the germs of gonorrhea. These germs usually live, grow, and multiply in millions of genital glands so minute they cannot be detected by the human eye. They are deeply imbedded, rarely reached by a doctor making a

so-called "smear" examination by employing a swab. From this it can plainly be seen that the "smear test" is of restricted value. He certainly cannot say that the patient does **not** have gonorrhea. In order to say that positively, he would have to cut this part of the woman's body into little fine sections and examine each under the microscope very carefully.

Some of the outstanding medical authorities on the diagnosis of gonorrhea in women consider any such absolute diagnosis extremely difficult and unsatisfactory. In the majority of cases they have recently gone on record as favoring treatment of any woman for gonorrhea who has any clinical evidence of gonorrhea, regardless of whether or not the germs are demonstrated. Yet some men feel that we can tell by just looking at the girl—"she looked clean"—is the familiar story told by the victim of venereal disease.

We won't use someone else's tooth brush. We would despise anyone for offering us a cud of tobacco out of someone else's mouth. But truthfully, there is far less danger and hazard involved in such detestable practices than in sexual intercourse with a prostitute.

PROCEEDING AGAINST THE "INTERESTS"

[The District and the "House"—The Streetwalker—The Call Flat—The Call Girl—Spot Maps—Patrolling]

NEARLY EVERY COMMUNITY IN AMERICA which tolerated "red light" districts has cooperated in the program against prostitution by closing the known houses of assignation. We cannot relax our endeavor to keep the "red light" extinguished. The "interests," representative of organized prostitution, are waiting for the first let-down in vigilance. They do not believe it is possible to keep them out of business. They must learn that we are earnest.

Records of the Army and Navy indicate that the move against "red light" districts and houses of prostitution has reduced venereal disease coming from that source to a mere fraction of its former volume.

This is particularly encouraging in view of the rates of other warring nations which show progressive increases.

The drive against the known house of prostitution is predicated upon prevention of venereal disease infections not only to the service man, but to the civilian as well. The health of civilian war workers must be protected.

A few communities have permitted the districts to remain open provided the madams would deny admission to the man in uniform. That, of course, is no solution to the problem. The civilian may become infected and transmit a disease to a promiscuous girl or

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woman, who, in turn, may infect the soldier or sailor. Moreover, Selective Service has already rejected thousands of civilians because of venereal disease and this number will grow rapidly if the source of civilian infection continues. (In some instances where madams refuse patronage of service men, police have found that coveralls are loaned the man in uniform by conniving cab drivers. This garment, of course, hides the uniform.)

The District and the "House"

Ordinarily the closing of a known house of prostitution is a comparatively simple task. Few operators dare defy police by continuing in business once the order has gone out for their closing.

Police may close in on the recalcitrant landlady by padlock proceedings based upon the evidence of the department's own officers or undercover men, as well as the general reputation of the establishment as attested by neighbors. Continuous action by police, frequent raids, posting of uniformed officers at entrances with questioning of patrons will close the house.

If infections have been reported as originating in the house, the health commissioner may quarantine the establishment with a "Syphilis" or "Gonorrhea" placard.

Sometimes police are hampered in their endeavor to close a district by certain interests in the community. Prostitution interests are constantly seeking alliance with influential political and business forces in a community. Sometimes they are successful in these efforts. When this occurs, the law enforcement officer frequently meets with interference.

The force of this influence has been reduced in certain communities by a check on the title of property used in prostitution. Threatened exposure of the identity of the true property owner who is benefiting through prostitution, often closes the "house" with no need of additional police activity.

A careful study of those who are financially benefiting from the house of protitution will often indicate the reason for lack of endorsement of a police operation against the house or district.

Who profits?

1. The landlord or property owner.
2. The "shyster" lawyer and professional bondsman who appear for about 90 percent of all prostitutes arrested and who use their political connections to defeat effective enforcement.
3. The doctor whose principal practice is limited to the so-called medical examination of prostitutes and sometimes the issuance of alleged certificates of health. In some communities the fees from this type of inspection were found to net some doctors more than $500 a week. Medical opinion in favor of segregation may be expected of him and from those politically alined with him. The American Medical Association characterizes this type of doctor as a charlatan.
4. Business persons with community influence are frequently patronized by the landlady. These include the launderer, furniture dealer, etc. Support for their continuing operation is secured in this fashion.
5. A municipality which utilizes regular raids and

established fines to provide operating revenue. It is a sad commentary upon municipal administration when the sale of a woman's body is considered necessary to help meet municipal expenses.

None of these close connections can stand the light of exposure, and once the people of a community understand this type of connection, they will realize that the ardent advocate of segregation frequently has a personal financial interest.

An effective anti-prostitution program by police involves more than closing the "district." There must be a constant alert against prostitution activities as practiced outside the district. This requires vigorous patrolling by foot and cruiser by all members of the department—not just a few assigned to a squad.

The Streetwalker

Advocates of segregated districts have maintained that police action against the known houses of prostitution would result in two conditions:

1. An increase in sex crimes.
2. Scattering of prostitutes throughout the city, particularly increasing activities of the "streetwalker."

The first point has been refuted by police records from communities which have eliminated their districts. The Committee will be glad to give specific evidence to inquirers.

On the second point the fact is that when police institute vigorous action against known houses of prostitution, the town or city, in the parlance of those put

out of business, becomes "hot." The very fact of this action discourages other types of prostitution, rather than encouraging operations of different methods.

Tolerated districts are not deterrent to street solicitation. Vigorous and intelligent police action is necessary in any case, and when carried out will eliminate streetwalking as surely as it eliminated prostitution in the "red light" district.

Activities of prostitutes on the streets and in other public places can be held at a minimum by alert patrolling or cruising of uniformed men whose very presence will generally eliminate the most flagrant violators. Persistent streetwalkers require the attention of plainclothes men who should place themselves in a position to be solicited, but carefully avoiding anything properly described as entrapment. Details of the encounter and the conversation should be reduced to writing immediately following the arrest and should include such items as time, place, price, nature of immoral act, and place suggested for the consummation of the act.

After arrest an effort should be made to elicit from the girl information as to where she lives; with whom she lives; where she came from; how long she has been in town; her alleged occupation; and how long she has been prostituting herself. Careful and kindly questioning will bring out many admissions which may be received in evidence to support the particular charge brought.

It is imperative that all streetwalkers be held for medical examination prior to any release on bail. The incidence of venereal disease in this type of prostitute is exceedingly high.

The Call Flat

Appointment by telephone is necessary for access to a call flat. The apartment or flat is usually more luxurious than the ordinary house of prostitution and the prices are higher. Police officers will experience little difficulty in learning the telephone number as well as the identity of the pimp or procurer who will furnish the identifying code. This may be a name, a number, or a date.

After arriving at the apartment or flat, the officer should proceed upon invitation or direction to the girl's room and pay her the fee demanded in marked currency. Arrest should not be made before the girl starts to disrobe.

All occupants of the flat should be held for medical examination, and charges filed against all present.

If the identity of the operator is established, or should another, other than the prostitute herself, collect the fee, that party should be charged with being the "keeper" of the premises as well as pandering. True identity of the "keeper" can often be established by checking rental and public utilities' receipts and records, including signatures and references on the contracts.

Numerous charges under city ordinances or State statutes may be filed in this type of case. These include disorderly conduct, vagrancy, soliciting, occupying rooms for immoral purposes, etc. It is desirable to confer with your prosecutor, solicitor, or other legal advisors as to the appropriateness of the charges suggested.

The participating officers should reduce to writing as soon as possible all information pertaining to the investigation and subsequent arrests.

The Call Girl

Call girls operate by fulfilling engagements made over the telephone. Information as to her number is often available from hotel bellboys, taxi drivers, and bartenders. They may have an arrangement with her for a percentage of her earnings. When her name and telephone number are obtained, the name or code phrase, if there is one, should be noted. The girl may not appear unless the code is given. Engage the person giving the information in discreet conversation as to price, description of girl, name, and other information about her. This will be helpful in ascertaining his part and connection with the operation. All of the conversation should be reduced to writing at the earliest opportunity.

Having obtained the number, the officer may make arrangements with a cooperating hotel manager to use a room, or preferably connecting rooms in his hotel. If the hotel is under investigation, the rooms may be rented by officers working undercover. The call is made and the girl asked to come to the hotel room. The officer should be equipped with baggage and business cards and other identification indicating he is from some other city. Another officer preferably a policewoman, can be in the adjoining room to hear the conversation when she enters.

When the call girl enters, the officer should engage her in conversation, making sure that she identifies herself as the girl to whom he talked over the telephone, or who came in answer to the call. The price should be discussed, as well as the nature of the act to be performed. When this conversation is completed, the payment of the fee demanded should be made in money

previously marked by the aiding officer. She is then placed under arrest. The officer from the other room may aid with the questioning and is in position to help in rapid follow-up investigation of any additional information obtained.

This may be the opportune time to arrest the procurer if he is on the premises. If he is not, arrangements can be made in advance with another squad to pick him up immediately after the call girl has been arrested. The girl and procurer should be separately questioned in detail and then confronted with each other so that admission by one pertaining to the other may be repeated in the other's presence. Their admissions can be repeated in court by officers even though the defendants may be tried separately.

After arrest, the call girl should be given a physical examination.

In some cities, numerous girls operate through a central call bureau, the telephone number of which is usually unlisted. The bureau maintains a file of women who may be called to fill engagements. These women seldom, if ever, go to the bureau. Statements obtained from one or more call girls operating through the bureau will usually furnish sufficient information for an arrest warrant and perhaps a search warrant. Police should thoroughly search the premises for all records and files pertaining to the bureau's operation.

A policewoman, if available, should remain on the premises to intercept incoming calls. These calls may serve as additional evidence in establishing the character of the establishment.

Spot Maps

Police have learned the value of a spot map in determining the hazardous traffic points. A similar map is being used by some departments in determining the city's principal hazardous spots insofar as venereal disease and vice are concerned. Every reported contact point and every known place of operation out of which grew an infection, should be indicated. You may be informed of these contact points and operating scenes by your city or county health commissioner.

As a public health officer seeks out the source of a health hazard, such as bad water, swamp land, inadequacy of sewage-dospistal systems, so the law enforcement officer will find the venereal disease swampland by his spot map.

No successful campaign will ever be conducted unless the chief or sheriff knows **why** it is being conducted. The enforcement officer who says "I am going along with the Government in this program, but if I had my way I would establish a district" is not going along with his Government at all. A man will not succeed at anything unless he believes in the work he is doing. A spot map will show what a widespread problem he is dealing with. It can't be kept in a district, and the map will prove it.

Prostitution is a crime. It may be called vagrancy or any one of a dozen names, but it is a crime in every State. Even if a chief could set up a district and keep the business there, he has no more legal justification for that action than he would have in setting up exclusive districts in which murderers, thieves, rapists, and con men could work with impunity.

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Patrolling

The cruiser car, both the sheriff's and the police department's, has a function in an aggressive campaign against prostitution, both commercialized and clandestine. Check parking lots which are now largely abandoned, particularly at night. Prostitutes with automobiles have found the parking lot to offer a haven of safety. By its use she is saving room rent money.

The foot patrolman plays an important part in a successful repression program. This is particularly true of officers walking beats in the vicinity of public parks, playgrounds, and schools, especially if the parks and playgrounds are in dim-out areas.

The alert foot patrolman quickly learns the identity of the professional streetwalker and he is usually informed as to her place of contact as well as the location she uses for commission of the act.

The patrolman who "closes his eyes" to prostitution activities is usually uninformed as to the health hazards involved in the practice, and for that reason it would be helpful to the program if every officer were afforded the opportunity to study this manual, particularly the chapter written by Dr. Gillick.

Modern police officers have learned that the prostitute is a poor source of "information." As a class they are thoroughly untrustworthy and the "leads" which they are reputed to disclose on fugitives are, at best, usually of no real value.

Since the average prostitute has a pimp who, like herself, is living "outside of the law," only the extremely credulous would believe that she will divulge information which may lead to trouble for one of their kind. "Honor among thieves" has long since been known to be fallacy by the successful police officer.

TAVERNS—BARS

LEGITIMATE AND RESPECTABLE TAVERN OPERATORS will not be a knowing third party to the practice of prostitution. Continuous vigilance is required of the bar owner to prevent the prostitute from making his place of business her place of business. The tavern which encourages or even tolerates the prostitute's dubious patronage is as dangerous, from a health standpoint, as the house of prostitution.

National and State associations representing the liquor and beer retailer, wholesaler, and manufacturer have definitely committed themselves to a cooperative policy in the repression program. The informed bar owner knows that the presence of prostitutes in his place of business kills legitimate trade. The public is becoming conscious of the health hazards created through prostitution. The high venereal disease infection rate of prostitutes has been given widespread publicity, therefore, a thinking person shuns the prostitute-frequented bar for hygenic and sanitary reasons.

In many cities and counties the chief of police and sheriff have called mass meetings of all alcoholic beverage dispensers. These meetings have a very salutary effect. The loss of man-hours due to venereal disease infections caused by prostitution is explained. The meetings are usually addressed by doctors of the United States Public Health Service, local, and State health officers, representatives of the Social Protection Division, the State liquor licensing board, the beer and liquor wholesalers' and manufacturers' association, and if located near an Army or Navy camp, the camp commander, provost marshal, and venereal disease control officer.

Following these meetings a majority of the bar owners make an earnest effort to cooperate with enforcement officers in a rigid repression program. This cooperation is later evidenced by a marked reduction in the number of venereal disease infection reports which indicate the tavern or bar to have been the contact point for the prostitute.

Of increasing concern to the bar owner as well as the enforcement officer, is the problem of young girls who frequent taverns and beer "parlors." These girls are not necessarily prostitutes, but their promiscuity, particularly with the man in uniform, borders upon prostitution and is the source of no small percentage of infections to the soldier and sailor. They are simply seeking a "good time," and prefer an evening with a service man.

Alcoholic beverages are not served to them, yet in many States there are no laws which prohibit a minor from frequenting a bar or tavern. Some owners have adopted their own regulations in this matter by not admitting minors to the premises.

Particularly effective in preventing prostitution activities in a tavern is the refusal to serve women at the bar. Several hotels have adopted the policy of denying service to unescorted women in the bars or cocktail rooms after 7 p. m., except in a special section. "Mixing" of male patrons with unescorted women is prohibited at all times, and waiters are forbidden to accept male patrons' orders for drinks to be served to unescorted women.

Many taverns are so dimly lighted it is necessary for the waiters or waitresses to use a flashlight in writing the beverage order. That condition is ideal for prostitutes seeking patrons.

Although the "B" girl, or "drink hustler," getting a percentage on drinks, has almost passed out of the picture, many young women employed in taverns as waitresses are practically doubling in the role of hostesses. When young women are employed as waitresses, close supervision should be exercised, and "drink hustling" should not be tolerated.

There is certainly no place for the "B" girl in any respectable tavern or night club. If the girl is not a prostitute, she soon will be. The owner who permits "B" girls is no different than the madam of a house of prostitution. In some instances police have discovered that the tavern owner who permitted "B" girls to operate, also owned the hotel to which they took their customers.

Police of one large southern city recently conducted a campaign for enforcement of the State's wage, age, and hour laws. It was found that many taverns, beer parlors, and hotels were employing young girls as waitresses. They were not paid a living wage, and in some instances were used largely as bait to attract the soldier and sailor trade. This campaign had a telling effect in the reduction of venereal disease infections growing out of tavern contacts.

Many cities have invoked various types of liquor curfew ordinances for the duration. The curfew subject is usually contentious, some enforcement officers believing that an early closing hour encourages bootlegging activities. Others are high in their praise of such regulations.

In two southern Florida counties, city councils of all cities passed liquor curfew ordinances which prohibit the sale of package goods after 8 p. m., and drinks dispensing at midnight. The midnight hour means

that all drinks **must be consumed** by 12 o'clock. The sheriffs of these two counties prevailed upon all bars in the unincorporated areas to maintain the same hours.

Within a short time the effect of these curfew hours became apparent to Army and Navy officials as well as to war industry managers. The percentage of absenteeism from war plants dropped considerably. This was attributed to the 8 o'clock package ordinance. Military police and shore patrol reports decreased in number almost immediately. Instructors in Army and Navy schools reported better grades being made by the cadets.

The package-goods dealers and the tavern owners are now in favor of the curfew. It solved a personnel problem for them.

In dealing with the uncooperative bar or tavern owner, law-enforcement officers have many weapons.

There are few enterprises operating under licenses which are subject to the strict regulations which govern retail liquor dispensaries. Frequent police visits in connection with only the regulations concerned with prostitutes and minors or unescorted women can make operation very unpleasant.

Sanitary regulations are frequently the concern of nearby commanding officers. These are handled through the cooperation of the sanitary inspector, food inspector, and health commissioner.

A northern police department has developed a workable plan for dealing with the prostitute who uses a tavern as her contact point. The chief explains the method:

> We have 1,262 police officers, but only 2 policewomen, so we use men on the job. We take a number of police officers, young ones preferably who are not known in the downtown district, and assign them in certain taverns where we have reason to suspect that women are loitering for various reasons. These police officers in most cases are not known to the tavern keepers. For instance, we assign about 10 taverns to 1 police officer. He will visit the taverns regularly and get acquainted with the girls. He particularly observes the girls that leave the tavern with different men. When he has definitely spotted one of these girls leaving the tavern with a man, he contacts two members of the morals squad. It is quite easy for men to follow a girl with a man wearing a uniform. So they follow the girl and the sailor or soldier to the hotel or rooming house.
>
> The men wait about 15 minutes, in the meantime finding out how they registered, etc. After waiting sufficiently long, and gaining admittance to the room and finding them disrobed, they take them to the station, where we have two things on them. We know that this girl regularly loiters in a tavern. We can prove that over a period of 2, 3, or 4 weeks she has been leaving this tavern with different men, and that evidence is sufficient. I want to make it clear that we don't only follow the girls when they pick up uniformed men, but also civilians. Here's how this thing works out. In 4 months we arrested 264 girls. In each instance they were followed to a hotel.
>
> Of the 264 that were picked up under such circumstances, we found that 91 were infected with venereal disease—gonorrhea, and a few with syphilis; 213 of these were white women, 33 were colored, and 18 were Indians. Out of the whole number, 264, 43 were picked up with men wearing the uniform. In all but two instances the men wearing the uniform were not taken to court. They were released. We have that understanding with the judge of our court. They were released and turned over to the M. P.'s After all, that's their problem. With respect to the other two, the cases were rather severe and we held them in court.
>
> Several of the saloons which harbored these women were put out-of-bounds.

Since the power to suspend or revoke a liquor license in many States rests solely with the State's licensing board, law enforcement officers are usually handicapped in immediately proceeding against the offending bar

owner through this process. If such action is contemplated, the enforcement officer should build a case against the tavern. This evidence must be airtight. The police investigation should be independent of any made by representatives of the State board, and arrangements made whereby the local investigating officer may appear at the State board hearing, regardless of where held.

The local officer should be equipped with documentary evidence when appearing at the hearing. This may include: (1) Actual police reports on the number of police calls in answer to disturbances; (2) the number of prostitutes arrested in the tavern; the results of the medical examination of each; the disposition of cases against the prostitutes.

This evidence should be submitted at the same time to the following:

1. The local, State, or national tavern-owners' association. A self-policing policy of these groups may result in the offender either "turning over a new leaf," or his source of beverages may be closed to him.
2. If located in a military area, the evidence should be presented to the camp commander who may declare the establishment out-of-bounds.

In States where regulation of taverns is vested in local excise boards or commissions, the evidence outlined above should be presented to the local boards.

Reputable tavern owners, as well as brewers and distillers, are just an anxious to divorce the tavern from prostitution as is the law enforcement officer or the Army and Navy and Social Protection Division. They realize it is up to them to police themselves and others

in the industry. To this end the Brewing Industry Foundation is operating a permanent self-regulation program in 15 States. In each of the States the committee chairman directs a staff of trained investigators or undercover men who are continually visiting retail beer dispensers in an effort to detect violators of any of the following trade standard requirements:

Not to serve persons who have overindulged.
Not to sell to minors under legal age.
Not to permit any kind of disorderly conduct.
Not to permit any kind of immoral conduct.
Not to permit any kind of gambling.
Not to permit profane or vulgar language.
Not to allow questionable persons on the premises.

These undercover operators are available to police of 15 States for use in procuring evidence against recalcitrant bar owners. In many instances they have taken the initiative in license revocation proceedings. Law enforcement officers may determine if the Foundation has men available for investigative work in their State by writing the Brewing Industry Foundation, 21 East Fortieth Street, New York, N. Y.

The Foundation has been successful in ridding communities of unwholesome bars by cutting off their supply of beer. This is done through the cooperation of the brewers and wholesale distributors.

Tavern owners have a direct responsibility to the Government in preventing "loose talk" by service men or industrial war workers while drinking.

Too many civilian bar patrons are anxious to purchase beverages for the service man. Their generosity

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occasionally is such that the man in uniform may overindulge. This practice should be discouraged.

Law enforcement officers will find the camp commander to be cooperative in declaring offending bars off limits.

The Conference of Alcoholic Beverages Industries, Inc., pledges the cooperation of the dispenser, manufacturer, and wholesaler in the following statement:

> Law enforcement officers, as well as the armed forces, may look to the organized alcoholic beverage industry for complete cooperation in every undertaking having to do with conducting the industry in such a manner as to merit public confidence and respect.
>
> The Conference of Alcoholic Beverages Industries, Inc., is a trade association consisting of nine trade associations representing producers, distributors, and retailers. Among these member associations are the American Hotel Association and the National Tavern Association whose members represent the principal agencies of retail services to the public. Another member, the Distilled Spirits Institute, represents the manufacturers. These associations and organizations are cooperating wholeheartedly with the conference in a national public relations program.
>
> The conference itself has organized industry committees in 46 States and the District of Columbia for the express purpose of contributing to the war effort and cooperating with public officials. These State committees can immediately arrange for complete local cooperation on the part of local agencies with police chiefs, sheriffs and other enforcement officials. Whenever required, meetings can be held on short notice to pledge the cooperation of the industry in any constructive activity engaged in or suggested by the public officials.
>
> Prompt response and cooperation may be had by addressing requests and suggestions to the Conference of Alcoholic Beverages Industries, Inc., 551 Fifth Avenue, New York City.

Should police chiefs and sheriffs decide to conduct meetings of alcoholic beverage dispensers, it is suggested that representatives of the following organizations and agencies be invited to attend:

1. Local and State health commissioners.
2. Local, State, or national hotel associations.
3. Local tavern association.
4. Local or national restaurant association.
5. State Alcoholic Beverage Commission.
6. United States Public Health Service.
7. Social Protection Division, Federal Security Agency.
8. State or national office of the Brewing Industry Foundation.

If in a military or naval area, the camp commander, provost marshal, and venereal disease control officer should be invited.

HOTELS

THE FACILITIES OF A HOTEL offer the prostitute an ideal place, from her standpoint, in which to work. Her operations are difficult to detect, and that may account for the increasing number of venereal disease infections from this source.

Leading hotel men are now conscious of the venereal disease problem. They realize that prostitution or promiscuity is as detrimental to their interests as it is to the health of the Nation. Individually, and through their own organizations, they are pledging themselves to a repression program and welcome the assistance of law enforcement officers.

In approaching the hotel situation in relation to prostitution, the enforcement officer must consider the general reputation and policy of the hotel. It does not necessarily follow that the cheap hotel is the more frequent scene of a prostitute's operation. Police action should be directed toward all hotels known to be tolerating prostitution.

Definite information on hotel prostitution activity may be acquired from several sources. If located in a city neighboring an Army camp or Navy base, a visit to the commanding officer or the provost marshal will provide information as to the hotels. Infected service men must report the place of infection. Identity of the "liberal" hotels as compared to the strict hotels will quickly be disclosed.

Another information source is the local health officer. He is provided with Army and Navy reports of infections originating in his city or county. He receives them not only from local camps or bases, if any, but from all other camps in the United States in which a

service man is being treated for a venereal disease originating in the health officer's community.

Close cooperation between the local health officer and the law enforcement officer will provide important information for the latter. This is very essential as it will furnish:

1. Identity of the prostitute, if obtainable.
2. Place of contact—bar, lobby, mezzanine, room, etc.
3. Identity of procurer—bellboy, porter, elevator operator, etc.

Armed with data provided by the health officer, it is suggested that the chief or sheriff call a meeting of hotel owners and managers, preferably in his office. The seriousness of prostitution in relation to venereal disease should be explained. It is not necessary to divulge each individual hotel's infection figures unless called for.

The enforcement officer may take advantage of this meeting to suggest techniques to be employed by the hotels in self-policing. These may include:

1. The hotel paying the bellman $2 for each report of a prostitute operating in the hotel; $1 for a report on any male guest asking for a prostitute; $50 for information leading to the arrest and conviction of any employee acting as a procurer.
2. Changing house detectives to "house officers" and attiring them in attractive uniforms. This has a deterring effect upon the prostitute seeking to enter the hotel for her own purposes. It also carries more authority in quelling disturbances in private or public hotel rooms.
3. Closing all but the lobby entrances after 11 p. m. where safety regulations permit.

4. Demanding sufficient identification of the baggageless guest who wishes to register himself "and wife."
5. Checking on the room of an unescorted woman for unusually large numbers of incoming or outgoing calls, or calls made from within the hotel itself. This check may assist in determining the purpose of her registration.

Members of the American Hotel Association are being fully informed of these suggested techniques by their association, but it is possible that some nonmembers may attend your meetings and this would be the only opportunity they may have to become enlightened.

There is hardly a hotel in the United States today which is not doing a capacity business and certainly no legitimate hotel is dependent upon what questionable business may come its way through the prostitute.

The American Hotel Association has pledged its vigorous support to law enforcement agencies in a rigid repression program.

Until detected, the prostitute operating in a hotel may mingle with guests in the lobbies, on the mezzanines and particularly in the bars. If a professional at hotel solicitation, she frequently operates without the aid of a procurer, thereby saving the "middle man's" profit. Her conduct and dress are usually unostentatious. Her identity becomes known only by close observation of her activities and by the frequency of her visits. For that reason, hotel detectives, room clerks, elevator operators and bar employees have a better opportunity to identify her than local police. Hotel employees and police officers should enjoy a close liaison.

The prostitute prefers the hotel tavern as her contact point. Many hotels have solved this problem by reserving the bar for men only. Unescorted women in hotel supper clubs or cocktail lounges are usually directed to a section where they will be free from annoyance by strangers.

There is another type of prostitute who is solely dependent upon hotel employees as her procurers. She seldom enters the hotel through the lobby, but is met at a service door by her procurer—the bellboy, porter, or elevator operator—who directs her to her patron's room. In this instance the procurer is given a percentage of the woman's earnings. It is not uncommon for this percentage to be divided by the bellboy with other hotel employees.

Hotels call for two kinds of operations by police. The first discussed will be the hotel anxious to cooperate in the suppression of prostitution. Many experienced hotel managers believe the first step to be the calling of a general meeting of all employees. At this meeting the Government's policy on prostitution is explained and the cooperation of hotel employees is sought. The health hazards are fully explained, preferably by a health officer. Employees are also warned that acts on their part which further prostitution will result in their dismissal and arrest. The management assures the employees that they will be given full support and protection in carrying out the hotel's policy.

A police chief can assist a cooperating hotel by temporarily assigning one or two plainclothes officers or policewomen to the hotel. They should mingle with guests in the lobby, mezzanine, and bar, and in the event known prostitutes are recognized, arrests should be made. Some hotels have made arrangements with

the chief of police for hiring vice squad members for special work following their regular hours of police duty.

A different type of police procedure is necessary in dealing with the uncooperative or recalcitrant hotel. Situated near military camps they are catering largely to the man in uniform. Some try to hoodwink police by posting "No Women Allowed" signs in the lobby. Yet every maid "employed" is a prostitute. Evidence against hotels of this type is developed through plain-clothes men.

Law enforcement officers have many implements with which to suppress prostitution in hotels and rooming houses:

1. Based upon actual evidence of repeated violations, police may initiate the closing of an offending hotel or rooming house by injunction or abatement proceedings where such laws exist.
2. Continuous infection reports justify the health commissioner in using his quarantine powers.
3. Nearly every city has safety and sanitary codes, with provisions bearing on prostitution activity. When police are unable to procure sufficient evidence to convict a recalcitrant third party, cooperation of the building, safety and sanitary commissioners or inspectors may aid in securing license revocation.
4. Military and naval commanders have the authority to declare a building or area off limits if convinced that patronage or frequency by service men is inimical to their efficiency, health or welfare. The liaison which every sheriff and chief of police should have with local commanding officers will result in close cooperation and the willingness of the commander to cooperate, particularly where the health of his own men is endangered. An "off limits" order not only prohibits the service men from entering the premises, but also has a deterring effect upon future civilian patronage.

In an effort to gain the cooperation of hotel and rooming house managers in the repression program, one chief of police sent the following letter to all in his city:

The War and Navy Departments and the United States Public Health Service have joined other agencies in a vigorous campaign for repression and prevention of prostitution. The purpose of the move is conservation of the health of the men in our armed forces through elimination or reduction of the menace of venereal disease.

We, as law enforcement officers, have joined in this campaign and are exerting our every effort toward the attainment of this goal, and our purpose is to enlist your full cooperation in this endeavor.

As the situation appears today, the known house of prostitution and the red light district are things of the past, but we are not meeting the problem presented by the individual men and women who are using hotels, rooming houses, etc., for clandestine contacts which continue the spread of venereal disease.

This is an appeal to you, as the proprietor or manager of a business offering lodging to the public, to cooperate fully in this program. We urge that you be particularly careful and discreet in renting rooms under circumstances that might facilitate illicit sexual commerce in your establishment either through "man and wife" registrations or by other devices.

Your wholehearted cooperation in this regard will be of great help to your police department and a distinct contribution to the war effort of our country.

At the suggestion of many hotel managers, the chief of police or sheriff has addressed letters to the hotel manager advising of a rigid program of enforcement directed against procuring or pimping. The letter sets out the penalties as provided by statute or ordinance. This letter is posted in employees' locker rooms. It has proved to be very helpful.

TOURIST AND TRAILER CAMPS

Operators of tourist and trailer camps, like hotel owners, are enjoying a maximum of business, particularly if located in military or war industry areas. Not content with the legitimate business, some operators are avaricious to the point that they are directly involved in commercial assignation and encourage clandestine prostitution.

Many tourist camps represent a large investment and are operated as scrupulously as the most exclusive hotels. The type of traveler or transient to whom they are catering is usually indicated by the camp's advertised policy which frequently denies accommodations to travelers without baggage. In some instances, their facilities are extended only to motorists with out-of-State licenses.

The United Motor Courts, Inc., an organization representing the tourist court industry, has pledged its cooperation to the repression program.

The law enforcement officer can more easily determine the policy of the tourist camp than the hotel. Because of the location of the camp, ordinarily beyond the city limits and in the unincorporated area of a county, the tourist camp problem is more that of the sheriff than of the police department.

Investigation of a tourist camp does not involve a great deal of work, ingenuity, or expense.

Unless a camp has practically ceased catering to the traveling public and has been converted into a residential center, there is little occasion for frequent visits by taxicabs at all hours of the day or night.

Determine the number of cabins in the camp, and from a vantage point make several all-night studies of the type and number of vehicles entering and leaving the main driveways. If possible, particularly in the case of "guests" transported by taxicabs, determine the number of patrons arriving without baggage.

Many prostitutes are operating in tourist camp cabins. Their pimp has an automobile and will make regular trips between his contact point in the city or town, and the cabin. Not more than two or three of these trips could be made before the camp operator would be aware of the situation.

Renting of cabins two or three or more time in one night constitutes sufficient evidence for police action. In some States the regulations requiring registration of guests in tourist camps are just as strict as they are in the case of hotels. A hotel or camp register is subject to inspection by law enforcement officers at all times. A check on the number of registrations against the number of cabins over a 24-hour period usually discloses the policy of the camp. If the camp suspected of engaging in prostitution facilitation uses unnumbered individual cards for registering guests, enforcement officers should use their influence on the camp operator in urging him to change his system to serially numbered cards.

Some State laws provide that the camp guest must also register the make and State license number of the automobile. Where this is done, the enforcement officer may check the name of the registrant against the license number of the car, and if the two do not agree with State or county licensing records, there is sufficient cause to believe that the automobile is stolen. This justifies interrogation of the cabin occupants

which often leads to disclosure of prostitution activities.

Many of the suggestions included in the "Hotels" technique may be employed in dealing with the recalcitrant camp operator. Evidence of continued cabin-renting for prostitution purposes, either commercial or clandestine, should be presented by the sheriff, chief of police, or State police to the prosecuting authority with a view to instituting abatement and injunction proceedings.

Several tourist camps in one large naval area were recently closed by injunction proceedings as a result of raids based upon evidence gathered by the sheriff and chief of police. Most of the camps were operating on sites far removed from a main highway, and investigators found that guests arriving with baggage were seldom provided with a cabin, while couples without baggage experienced little difficulty in securing accommodations.

In procuring evidence against these particular camps, investigating officers made careful check of license numbers of all automobiles entering and leaving the premises. They found certain taxicabs making three or four trips to the camp in one evening. The cabs usually had fares "coming and going." This information was used against both the camp operator and the taxicab driver. The information was also placed in the hands of the ODT, Taxicab Section, as the basis for "re-tailoring" the cab owner's Certificate of War Necessity.

In other words, one thorough investigation caused action to be taken against three different parties.

Assignment of a uniformed officer to the entrance of a recalcitrant camp operator's office for the purpose of

checking drivers' licenses against State licenses and the guests' camp registration card, has a deterring effect upon the camp's prostitution activities.

"Trailer" Girls

Migratory prostitutes operating in trailers are much fewer in number than during the boom camp-construction period of 2 years ago. Many of these women owned their own automobiles but rented the trailers. They followed a traveling schedule based upon construction company pay days. In their wake followed wholesale venereal disease infections to workers.

They usually make their contacts from their own automobiles and then transport the patron to their trailer. If the trailer is not parked in a regular trailer camp, police may employ the services of county health officers in procuring its removal as sanitation regulations are invariably violated.

Sheriffs and police chiefs who have had considerable experience with the "trailer girls" are responsible for the statement that the venereal disease rate among them is usually much higher than that of any other type of prostitute. For this reason, they should never be admitted to bail until they have been examined by the city or county health officer. They invariably forfeit a cash bail, and the hazards of their operation are simply passed on to another community.

TAXICABS

BETWEEN FIFTY AND SIXTY THOUSAND TAXICABS are operating in the United States today. There are approximately a third more in storage because of the critical rubber and fuel situation.

When tire rationing became apparent, and the Office of Defense Transportation was created, a special division, the Taxicab Section, was established. Taxicabs are common carriers, but this does not mean every cab is given unlimited operating privileges.

Certificates of War Necessity were issued to those cabs which were to remain in public service. These certificates stipulate the approximate number of miles to be covered by the cab within a period of 1 year. The mileage figure was computed upon the basis of preceding annual averages, as well as the apparent community need for taxicab transportation.

Certificates are issued through the regional and field offices of the ODT. Provided with a certificate, the owner is entitled to gasoline and tires sufficient to permit the cab to travel the number of designated miles, and it is mandatory upon local rationing boards to make the necessary allotment of fuel and rubber.

In determining mileage figures for each cab, ODT based the allotment upon **essential** needs of the community. If it is later determined that the essential needs do not necesitate the amount originaly determined, the ODT may "re-tailor" the certificate. This may result in a substantial reduction in mileage allowance. "Re-tailoring" thus becomes a powerful incentive for cab operators to comply with the regulations originally prescribed by ODT for the purpose of conserving motor equipment.

Taxicab operators today, whether they be large fleet owners or individual owners, are doing a record business and are therefore enjoying an era of prosperity never before experienced. Needless to say, there is no occasion for an operator to permit the use of his cab for other than legitimate business.

Essential community transportation needs certainly do not include the use of a taxicab in any type of prostitution activity. If a law enforcement officer has substantial evidence of the continuous use of a cab in the furtherance of prostitution, that evidence should be submitted to the nearest ODT office. It will determine whether the Certificate of War Necessity should be "re-tailored." This may be done as frequently as violations are discovered, and may finally reduce the operator's allotment to a negligible amount.

Conviction of the individual driver is not absolutely necessary to effect the "re-tailoring" of a certificate; however, it is helpful.

It is suggested that law enforcement officers acquaint themselves with the location and address of the ODT office which serves their cities or counties. This information may be obtained from the Taxicab Section, Office of Defense Transportation, 5113 Interstate Commerce Commission Building, Washington, D. C.

Repeated flagrant violations in which a particular cab is used may justify absolute revocation of the Certificate of War Necessity. This procedure is more involved than "re-tailoring" of certificates. The revocation proceedings are instituted through the Office of Defense Transportation. They involve hearings, testimony, etc. Betwen the two procedures, enforcement officers will find "re-tailoring" much simpler.

Law enforcement officers are not solely dependent

upon the Office of Defense Transportation for assistance in curbing prostitution activities in which taxicabs or drivers participate. Evidence against the offending cab or driver should be carefully prepared for use in prosecuting the individual driver in local courts for pandering, pimping, etc. If this evidence is available, it should certainly be the basis for local prosecution.

In many cities, conviction of a driver for pandering or pimping automatically cancels the driver's chauffeur license, and prohibits the licensing authority from ever issuing another to that offender. Where this rule is not in effect many cab owners seek and obtain the cooperation of local police in checking the record of an applicant for a driver's job. If he has been convicted, or even discharged by another cab company because of prostitution activities, the applicant will not be employed. This check, of course, is made only by operators who are cooperating with local police in a repression program.

The cab owner, particularly the fleet owner, usually endeavors to work with law enforcement authorities. The driver who aids or abets the furtherance of prostitution is a liability rather than an asset to his employer.

The Cab Research Bureau, Inc., affiliated with the National Association of Taxicab Owners, has pledged the cooperation of both organizations to the repression program.

While the pimp-driver may increase his own income, the cab owner suffers a loss due to a large amount of "waiting time" against actual driving time. For this reason, owners encourage police activity against unscrupulous drivers.

Many fleet owners hold a monthly meeting of all drivers for a discussion of general taxicab problems. Police executives frequently attend these meetings in an effort to enlist the cooperation of the individual driver in the repression program.

The cab driver is usually well informed. He knows all of the "spots." Therefore, it is safe to assume that he does not act in ignorance when he drives a fare to an address known to be a house of prostitution.

In many cities and States there are ordinances and statutes which specifically prohibit taxicab operators from transporting or procuring prostitutes, or knowingly receiving a person or persons into a taxicab for prostitution purposes.

Records of both the Army and Navy indicate that some taxicab drivers are acting as third parties in the promotion of prostitution by the following practices:

1. They procure a woman and offer the shelter of their cab for the act.
2. They work out an arrangement with the prostitute whereby they know her location, either soliciting the customer of the cab for her or bringing the customer to the prostitute.
3. They usually participate in her earnings.
4. They also permit a person who has already found a promiscuous girl or a prostitute the use of the cab for commission of the act.

In order to make a case against this type of panderer, the services of an undercover operator are usually required. Several requisites enter the picture.

1. The cab driver must **offer** to provide a prostitute to the fare, or offer to take him to a place where he knows that a prostitute is available at a certain address; request of the cab driver to take him to that particular address does not constitute a violation of either a city ordinance or an ODT regulation.

2. The undercover operator must make note of the following:

   Hour of pickup and discharge.
   Description of driver.
   Route traveled.
   Mental notes of conversation.
   The name of cab company.
   State and city license tag numbers.
   Amount of fare paid. (If fare charged is in excess of meter reading or fixed rate, special note should be made as this is an important factor.)
   The case will be stronger if the cab waits for the fare while the latter is in the prostitute's company.

If a fleet-operated cab, the name of the driver may later be determined by checking the company's records. The cab number and hour of hire will provide that information. State or county automobile license bureaus will provide the name and address of the operator of one or two cabs.

While it is preferable that two or three separate offenses be proved to one cab, should immediate action be desired, the fare could arrange to be returned to an address where police are waiting, or the arrest made by the undercover operator, if a police officer. When the arrest is made, the officer or officers should request the driver to produce the cab's Certificate of War Necessity. This should be in the cab at all times. Make

careful note of the serial number. These serial numbers provide information as to the ODT issuing office; the cab owner and the cab's classification.

It is not necessary that the prostitute be arrested to make the case against driver or cab; however, it is preferable.

The undercover operator should make a full report in writing on the entire case, carefully checking all numbers, addresses, names, etc., for absolute accuracy. Additional written reports should be made by arresting officers. The same reports would also be of value if these cases were to be presented to ODT for revocation of the cab's Certificate of War Necessity.

It is suggested that cities which do not have ordinances requiring the name of the cab owner or company to be painted in easily-read lettering, enact same as quickly as possible. It is further suggested that every cab owner be required to post the driver's name and photograph on the inside of the cab where it may be seen by the fare.

Under present policy, "re-tailoring" of Certificate of War Necessity may also result from violation of the following ODT regulations:

1. Recreational or social driving personal to the driver or operator.
2. Violation of existing speed limits, or driving in excess of 35 miles per hour.
3. Making commercial deliveries of property.
4. Driving 10 miles beyond corporate limits of the municipality in which the trip originated, or any trip exceeding 25 miles from point of origin to point of destination.
5. Cruising for passengers.

6. Failure to mark distinctly a taxicab to indicate that it is a taxicab.

The same regulations applying to taxicabs are also applicable to "for hire" vehicles.

Previous reference has been made to joint meetings of operators and law enforcement officials. It should be impressed upon the operators that responsibility for the conduct of their drivers rests with them and not the police. "Re-tailoring" of a certificate is a penalty against the operator rather than the driver. It is the operator who suffers financially.

At these meetings, the following suggestions may be offered by police to operators:

1. Careful selection of drivers.
2. Consistent undercover checks by company operatives.
3. Strict street checking by the company's own supervisors.
4. Refusal of service to known houses of prostitution or gambling resorts.
5. Removal of direct phones connecting questionable resorts with the cab offices.
6. Removal of cab stations or direct street phones from the city's "tenderloin" district.
7. Prohibit drivers from recommending particular hotels or places of amusement.
8. Prohibit drivers from leaving their cabs while awaiting fares, and prohibit "waiting time" to exceed 20 minutes.
9. Prohibit drivers from accepting merchandise or emolument in the form of pay from sources other than the employing company (this does not apply to tipping by fares).

The above suggestions will probably be incorporated in a code of ethics to be prepared by the National Association of Taxicab Owners which includes a large percentage of all cabs now in operation.

VICE SQUADS

Following the last report of this Committee, numerous requests have been received for information pertaining to vice or morals squads.

Division of a department into special squads occasionally breaks down the efficiency of a police program. A member of the homicide squad may consider it beneath his station to arrest a professional panderer; a plainclothes officer assigned to the pawnshop detail may pass up an accident investigation even though no uniformed officer is in sight; a uniformed officer may permit a known streetwalker to remain in the hotel district because her case, he believes, is to be handled only by the vice squad.

Some very successful departments with a complement of less than a hundred officers have eliminated particular squads, but individual officers are trained in special techniques. Training may be developed by attendance at special schools, or by lengthy experience. This does not mean that the specially trained officer limits his police work to homicide, arson, burglary, traffic, or vice, but his special training enables him to effectively direct an investigation or to perform a particular type of police work.

With every department member automatically assigned to vice activity, it has been suggested that one person be designated as liaison officer. This officer would keep a complete record of all morals arrests, violations, and complaints. The records would be a division of the department's general record system but would be kept separate from routine police reports, arrest cards, dispositions, etc.

This position could probably be filled better by a

woman than a man. She should be a member of the department—a policewoman, with power to arrest, investigate, etc. The advantage of a woman in this position is that she could question and interview promiscuous girls and prostitutes arrested by police, in a more satisfactory manner possibly than a male officer. She could act as the intermediary between the department and other public and private agencies which are set up for the purpose of dealing with the female offender or delinquent.

She would be familiar with the functions of the Travelers' Aid Society, which assists stranded individuals in returning to their home cities. She could probably secure employment for many women arrested on morals charges who are free from venereal diseases and who are willing to forsake prostitution for another type of livelihood. In short, she could be of extreme value to a police department operating on the basis of "every officer a vice squad member."

In the larger departments it is generally conceded that a morals or vice squad is a necessity, but it should be impressed upon every officer in the department, whether in uniform or plainclothes, that his general police duties most certainly include observation and arrest of morals violators, prostitutes, procurers, etc.

The identity of members of the vice squad quickly becomes known to the professional prostitute and her procurers. Within a short time, many members will lose their value in that particular department, and for that reason several large departments have adopted a rotating plan of assignment to that division. Because of the constant need for undercover men, many chiefs are assigning their rookie officers to that squad, keeping, of course, experienced men at the head.

In view of the fact that many cases involving morals charges are difficult to prove in court, newly assigned officers are given special training by a member of the staff of the district attorney or city attorney on evidence necessary to convict. This preliminary legal training prevents poorly prepared and "doomed" cases from cluttering a court docket, and builds up a reputation for the department among the prostitution racketeers that an arrest by that department is practically the same as a conviction.

A fine spirit of cooperation has been manifest between some large and small departments. The chief or sheriff of a large city or county has lent members of his vice squad to communities which have experienced mushroom growth because of increased population through establishment of military or naval posts or large industrial plants.

The officers "on loan" recognize the prostitutes from their cities who have migrated to the smaller arenas of activity, and point them out to the local officers. They also advise the less experienced officers in investigative methods and procedures to be followed in making a case.

In some States, local police invite the State police to assign officers to their community for this purpose.

THE "'TEEN-AGE" GIRL

REPRESSION OF COMMERCIALIZED AND CLANDESTINE PROSTITUTION inevitably results in the reduction in the venereal disease rates.

Among the remaining spreaders of disease, and now constituting the major problem in the elimination of the venereal disease hazard is the young girl, frequently in her 'teens, who is engaging in indiscriminate sex promiscuity.

Experience has been sufficient to show that the prostitute in most cases has a history of promiscuity, and these youngsters, if left to this course, are very likely to end up as the exploited ones in the business.

Police departments will not only further reduce the venereal disease rate by meeting this situation but will help to minimize the possibility of these young people eventually being identified with commercialized prostitution.

Conditions contributing to the appearance of the girl's name on police blotters or juvenile records are many. These conditions may be one or more of the following:

She is a product of a broken home.
She is the daughter of an employed mother.
She is attempting to escape a home situation characterized by family discord, or unreasonable restrictions of her normal activities.
She is a run-away.
She is a girl forced into too early employment.
She is a child-bride of a man in service.
She is frequently the daughter of "delinquent" parents who may require some police or court supervision.

She is the product of a community which has not provided adequate recreational facilities for its youth.
She may have a misguided sense of patriotism and believes she is contributing to the war effort by giving herself to the man in uniform.

Police have an opportunity to make unofficial adjustments of many minor cases. A mutual policy must be established between the juvenile court and the police department and the sheriff. If an officer working singly has occasion to detain a girl, unless she is a known prostitute, it is advisable to call in another officer, preferably a policewoman, before transporting her or interviewing her. Veteran law enforcement officers have learned that this safeguard may prevent a frame-up.

The first police handling of that boy or girl may be a determining influence in the child's future life. Extreme caution and tact must be exercised. These girls do not consider themselves as children, particularly if away from their home city. They naturally resent being treated as children, but the law specifically dictates the course of action depending upon the child's age.

Immediate inquiry must be made to determine four things:

1. Her true identity.
2. Her correct age.
3. Her address.
4. Whether she or her family is known to any public or private social agency in the community.

If you have had no previous experience with the girl as a delinquent, do not rush her to the police sta-

tion or sheriff's office for booking until you have considered all other alternatives.

If you have reason to believe that the parents may be able to make adjustments in the child's life, take her to her home. In the presence of the girl, fully explain to the parents the circumstances of her detention. The responsibility for her predicament is more that of the parents than the police department. Guard against entry of her name on a police blotter or even a juvenile court docket.

If you realize, by personal knowledge of the child's home life, that nothing can be accomplished by delivering her to her parents, and you know that she is not a confirmed delinquent, do not put her in a cell with more experienced girls or women. Inform yourself of other facilities which may be available. These possibly include:

1. A hospital.
2. The Salvation Army.
3. The Travelers' Aid.
4. The Y. W. C. A.
5. The children's home.
6. Special arrangements with a rooming house or a private home previously approved by a recognized community social agency.

If the circumstances of her apprehension indicate the possibility or probability of her having engaged in sexual intercourse, it is imperative that she be examined for venereal disease. This protects the health of the girl as well as her companion. If she is delivered to her parents, they must agree to have her examined by a private physician or in a city or county clinic. The result of this examination should be determined, and

if the girl is infected, but no arrest was made, some social or health agency must be requested to take the responsibility for regular visits and treatments by the physician or clinic until she is reported cured. When the girl learns that she is venereally infected, and understands the necessity for treatment, she is liable to be much more amenable to supervision. Evidence of the need for medical care also has a decided influence upon the girl's parents who may have originally resented detention of their daughter.

Primarily, this entire program is based upon health, not morals and not punishment. The latter is true particularly in respect to the girl who may not justifiably be classed as a prostitute.

Give out-of-town girls the same consideration as you would the local girl. You cannot take her to her home as in the case of the local girl, so plan now on obtaining proper places of detention other than the county or city jail.

Do not immediately take her to police or county court. Do not wire her parents that you are holding her in jail, or even wire the sheriff or chief of police of her home county or city. Arrange for her careful interrogation by an experienced interviewer, again, preferably a woman. It may be that her return home under existing circumstances would be a detriment to her rather than a help.

Close cooperation between existing social agencies, Child Welfare Department, Travelers' Aid, etc., and law enforcement officers may assist the chief of police or sheriff and at the same time give the agency an opportunity to perform a task for which it was created. These agencies are supported by the taxpayer or your local community chest. Use them. The local agency

will telegraph a corresponding agency in the girl's community for a complete picture of her home life. Sometimes you may be able to receive help from a local pastor of the girl's church. If she is of the immediate family of a service man, the Red Cross has special facilities to assist in returning her to her home.

If she is old enough to work, the enforcement officer will find help in the local office of the United States Employment Service.

If, by any chance, it is necessary to bring the girl to the juvenile court, she is shielded from publicity by the policy almost universally adopted by these courts. If she is older than juvenile age, it would be one more step in crime prevention if the law enforcement officer could arrive at an understanding with the police judge or county judge which may result in the following:

1. Hearings of a more private nature between the attorneys, defendant, and judge. (This practice would aid in protecting the girl from pimps who might be in the courtroom searching for recruits. It would also shield her from the morbidly curious.)
2. Elimination of "taxing" or fixed fines for revenue measures only.
3. Elimination of straight suspended sentences too frequently contingent upon the girl being railroaded out of the city or county. (Probation should be used, or execution of the sentence suspended in such a way as to permit imposition of conditional provisions which may involve obtaining legitimate employment, reporting regularly to a clinic, etc.)

Successful law enforcement agencies are crime prevention agencies. Police broke up red light districts because they were breeding spots for crime and disease. A rendezvous for thieves and con men is eliminated because it harbors and protects a class living "outside of the law." By the same token, the modern police executive will determine the places and conditions which permit and encourage delinquency among " 'teen-age" girls.

Where and what are these places?

1. The places of employment which violate age, wage, and hour laws. These may include restaurants which employ scantily clad "car hops," cigarette, and hat-check girls; bowling alleys employing pin girls.
2. The "juke" joint or tavern which permits frequenting and patronage by minors, or hires them as waitresses or hostesses.
3. The unsupervised public dance hall, particularly the "taxi" dance hall.
4. The movie which does not separate unattended children from adults, and particularly fails to "police" its balconies and galleries; or admits unescorted children to late or midnight shows.

What can a chief of police or sheriff do toward correcting delinquency?

1. The law enforcement officer has first-hand information on the delinquency problem of his community. He is not a miracle man. He cannot, personally, correct every evil situation, but his knowledge of conditions should be passed on to community and civic leaders who can correct the situation. Cite your increase

in delinquency figures to local men's and women's service clubs.

2. How much wholesome community recreation is available to your youth? Are schools locked immediately after classes, or are they remaining open to permit supervised recreation?
3. Are churches, schools, lodges, etc., providing places where the girl who is too young to attend United Service Organization functions may dance with the soldier or sailor who is her own age or of the age which enjoys the company of a 16-year-old girl more than that of a 25-year-old woman? Lack of these facilities helps fill "juke" joints with " 'teen-age" girls and servicemen.
4. Carefully weigh the advisability of a curfew ordinance.
5. Maintain strict supervision over all public places.
6. Carefully investigate reports concerning exploitation of youth.
7. Cooperate with military and health authorities, and with other agencies in preventive and protective work.
8. Examine the possibility of using policewomen. Nearly every department now has vacancies due to the critical manpower situation. There are many police functions which may be handled by a woman, and in the matter of girls, her services are particularly valuable.
9. Use the influence of your position in acquainting school officials, Parent-Teachers Association organizations and church groups with the importance of lectures to young people on the subject of personal hygiene. A competent person—doctor, school or public health nurse—can tactfully enlighten young people on the hazards of promiscuity and venereal disease.
10. A strong liaison should be established between the school truant or attendance officer and the chief of police who is really interested in prevention of delinquency. This liaison was recently responsible for uncovering a juvenile prostitution ring in a large city. The vice "queen" was 17 years old, and its members, all high school girls, were being exploited by men of 50 years and older. The men are now under charges of statutory rape. All activities took place during the day, when the children were supposed to be in school. Continuous truancy or school absence is worthy of joint investigation by the truant officer and the police.

The loss of life of our boys and men in foreign battlefields is useless slaughter if we are to permit a similar loss of young American girls on native soil. That is what is happening. Disease is taking its toll among " 'teen-age" girls.

The Nation's sworn law enforcement officer should assume leadership in a campaign designed to reduce existing hazards to America's future womanhood and motherhood.

This Committee believes that the chief of police and the sheriff will accept the challenge.

CURFEW

A MOST DIFFICULT PROBLEM confronting police today is the behavior of some "'teen-age" girls. A special section has been devoted to this subject. Suggested solutions invariably include curfew laws and their enforcement.

Many girls of high school age feel that they have been barred from participation in war activities. Often both parents are employed in war industry; girls 1 and 2 years older are hostesses in USO centers, but the early 'teen-agers are of the "awkward age"—too old to be children, they believe, and too young to be adults.

Their home-life routine has been upset. Mother is on the "swing shift", or enjoying herself away from home more often as a result of personal income never dreamed of a few years before.

Daughter is supposed to be at home.

Is she? Ask any police officer! Count the saddle shoe, sweater girls standing in dimly lighted, recessed store and shop entrances "necking" with the youthful service man or civilian as late as 1 or 2 o'clock in the morning.

All these conditions, whoever is at fault, place the problem in the hands of police. Present conduct of these children, police know, is many times the first step toward delinquency.

Will curfew ordinances assist in remedying the situation?

Among police officials there is a marked difference of opinion. Without a curfew ordinance, police have little authority in regulating the nocturnal activities

of the adolescent unless, of course, the conduct is such as to constitute an offense.

Enactment of a curfew ordinance will not be a panacea for the delinquency or predelinquency problem, but it will give police an added implement in dealing with juveniles, and stimulate stricter parental control.

Its success will depend upon two things—enforcement and sanity of administration. A properly administered curfew ordinance is a direct step toward crime prevention. Policewomen have been found to be very effective in enforcement of curfew ordinances.

The psychological effect of its enactment has, in some cities, reflected in the downward trend in juvenile delinquency figures. This decrease developed in spite of the fact that police did not make a single arrest for violation of the ordinance.

Opposition to curfew regulations often develops from parents who believe that curfew would be needed for only a minimum in a community, and that the majority of children would be unjustly penalized.

Before recommending passage of a curfew ordinance, the chief must make his decision as to existence of an emergency situation in his city, and he should be sure the community, too, is fully aware of it. Curfew would give police the power to remove the young boy or girl from unsavory establishments and amusement places.

One of the most forceful curfew acts brought to the attention of the Committee is that adopted recently in a large southern city. While this ordinance is designed to rid the streets of boys and girls under 17 years, the penalty for violation of the ordinance falls upon the parents who knowingly permit the child to be away

from home in a public place after 10 o'clock at night if unescorted by a person responsible for his or her care. The ordinance provides maximum penalties of $100 fine, or 30 days' imprisonment or both.

Passage of the ordinance was given widespread publicity in the local and State press. Immediately following adpotion, police noted a marked reduction in the number of boys and girls on the streets after the curfew hour. There has been no criticism of the ordinance by parents even from those who have felt the penalty for its violation. The chief of police states that it has assisted in coping with the "teen-age" girl problem.

In the majority of instances where children are found on the streets or in public places unescorted by their parents or guardians, they are sent home. Sometimes they and their parents are simply required to be in court the next day for a talk with the judge. The ordinance, the chief believes, has been of extreme value in furtherance of better law enforcement and crime prevention.

For the benefit of other cities contemplating curfew legislation, the ordinance is reprinted in full:

ORDINANCE No. 878–A

SECTION 1. It shall be unlawful for any child under the age of seventeen (17) years to be on the streets or other public place in the city between the hours of 10:00 and 6:00 a. m.; *Provided, however,* That a child below the age of seventeen (17) may be upon the streets of the city between the hours of 10:00 p. m. and 6:00 a. m. pursuant to the scope of lawful employment and; *Provided further,* That a child under the age of seventeen (17) years may be on the streets of the city between the hours of 10:00 p. m. and 6:00 a. m. when such child is in the company of his or her parents or his or her legal guardian or person or persons having the legal care, custody, and control of such child.

SEC. 2. It shall be unlawful for any parent, guardian, or other person or persons, lawfully entitled to the care, custody, and control of any child under the age of seventeen (17) years, to knowingly suffer such child to be unlawfully upon the streets or other public place in the city between the hours of 10:00 p. m. and 6:00 a. m.

SEC. 3. Any person violating section 1 of this ordinance shall be taken in custody of the police department of the city and turned over to the Juvenile Court of _____ County to be dealt with under the laws of the State of _____.

SEC. 4. Any person violating section 2 of this ordinance shall be deemed guilty of misdemeanor and shall be punishable by a fine not exceeding one hundred ($100.00) dollars or by imprisonment not exceeding thirty (30) days or both, such fine and imprisonment in the discretion of the municipal court.

SEC. 5. The several features, parts, provisions, sections and terms of this ordinance are hereby declared independent and severable, and the invalidity, if any, of any feature, part, provision, section or term thereof, shall not affect the remainder of this ordinance inoperative or invalid. All ordinances or parts of ordinances in conflict herewith are hereby repealed.

This ordinance makes provision for the boy or girl under 17 who may be employed during or after the curfew hour.

Provision should also be made for children to be given written permission by their parents if they are attending school functions at night or some other type of legitimate youthful meeting or entertainment.

THE SOCIAL PROTECTION DIVISION

WHEN OMINOUS SHADOWS OF WAR overcast this Nation in the fall of 1939, and manpower draft for military service appeared as a certainty, the Surgeons General of the Army, Navy, and United States Public Health Service met and prepared a joint statement of policy on measures designed for the control of venereal diseases in areas where armed forces or national defense employees were concentrated. This agreement, popularly known as the "Eight-Point Agreement," was later adopted by the conference of State and Territorial health officers and has been endorsed by the International Association of Chiefs of Police and the National Sheriffs' Association.

The responsibilities of the local enforcement officer in this health-protection program were set out in section 6:

> **Decrease as far as possible the opportunities for contacts with infected persons.** ***The local police department is responsible for the repression of commercialized and clandestine prostitution.*** **The local health departments, the State Health Department, the Public Health Service, the Army and the Navy will cooperate with the local police authorities in repressing prostitution.**

The above section, therefore, is justification for the enforcement officer taking any authorized action necessary, no matter how drastic, in complying with the Government's policy of repression.

The necessity of cooperation between the law enforcement officer and the health officer is emphasized in section 5:

> ***Recalcitrant infected persons with communicable syphilis or gonorrhea to be forcibly isolated during the period of communicability;*** **in civilian populations, it is the duty of the local health authorities to obtain the assistance of the local police authorities in enforcing such isolation.**

Since the average professional prostitute may be considered "recalcitrant", it is evident that the policy of some courts in permitting immediate release from custody upon payment of fine or posting of cash bail without an intervening physical examination of the prostitute, or awaiting a report on the examination, is strictly contrary to the Government's request of law enforcement and health officers and the courts.

Following adoption of the "Eight-Point Agreement," the Army and Navy, United State Public Health Service, Federal Security Agency, and Department of Justice, in conference, recommended to the Federal Security Administrator that a section be set up to implement item 6 of this agreement. The Social Protection Division was established early in 1941 to perform this function.

The Social Protection Division acts as a liaison office between the local community and its officers, and the Federal and National voluntary agencies concerned. Through its field staff it gathers and evaluates information relative to prostitution in local areas, and in turn, counsels and advises local officials and interested agencies of its findings and offers suggestions as to

possible local remedies. For its own guidance, the Division provided for the appointment of a National Advisory Police Committee on Social Protection. This Committee, composed mainly of experienced law enforcement officers, offers the experiences of its individual members in successfully solving prostitution problems in their own cities and counties. The techniques employed are then passed on to the Nation's police chiefs and sheriffs through the Social Protection Division.

If local enforcement officers are unable to cope with their prostitution problems, it becomes the duty of the Social Protection Division to inform appropriate military or naval authorities. This may lead to invocation of the May Act. This act authorizes the Secretary of War or Navy to establish a zone a reasonable distance from any camp or station within which the prostitution activities become a Federal offense. The Division is directly charged with the responsibility of making the May Act study and recommendation, but enforcement after its invocation rests with the Federal Bureau of Investigation.

Other functions include:

1. Investigate, at request of the Federal Works Agency, Lanham Act applications for War Public Works funds for purposes related to the Social Protection program.
2. Encourage legal and social measures for the protection of girls and women from prostitution and related hazards, and for the social redirection of those who have become involved in prostitution.

3. Encourage community organization in the repression program, with particular reference to localities of military stations or war industry.

The Social Protection Division maintains a field staff. Their services are available to enforcement officers at all times. For the convenience of police chiefs and sheriffs, the regional and State offices are listed:

List of Offices

Region	*States covered*
I	CONNECTICUT, MAINE, MASSACHUSETTS, NEW HAMPSHIRE, RHODE ISLAND, VERMONT: Social Protection Supervisor, FSA, c/o Social Security Board, 120 Boylston Street, Boston, Mass.
II	NEW YORK: Social Protection Supervisor, FSA, c/o Social Security Board, 11 West Forty-second Street, New York, N. Y.
III	DELAWARE, NEW JERSEY, PENNSYLVANIA: Social Protection Supervisor, FSA, c/o Social Security Board, Juniper and Chestnut Streets, Philadelphia, Pa.
IV	DISTRICT OF COLUMBIA, MARYLAND, NORTH CAROLINA, VIRGINIA, WEST VIRGINIA: Social Protection Supervisor, FSA, c/o Social Security Board, Arlington Hotel Building, Washington, D. C.
V	KENTUCKY, MICHIGAN, OHIO: Social Protection Supervisor, FSA, c/o Social Security Board, Euclid Avenue and East Ninth Street, Cleveland, Ohio.
VI	ILLINOIS, INDIANA, WISCONSIN: Social Protection Supervisor, FSA, c/o Social Security Board, 105 West Adams Street, Chicago, Ill.
VII	ALABAMA, FLORIDA, GEORGIA, MISSISSIPPI, SOUTH CAROLINA, TENNESSEE: Social Protection Supervisor, FSA, c/o Social Security Board, 441 West Peachtree Street, Atlanta, Ga.
VIII	IOWA, MINNESOTA, NEBRASKA, NORTH DAKOTA, SOUTH DAKOTA: Social Protection Supervisor, FSA, c/o Social Security Board, Fourth Street and Second Avenue, Minneapolis, Minn.
IX	ARKANSAS, KANSAS, MISSOURI, OKLAHOMA: Social Protection Supervisor, FSA, c/o Social Security Board, 1006 Grand Avenue, Kansas City, Mo.
X	LOUISIANA, NEW MEXICO, TEXAS: Social Protection Supervisor, FSA, c/o Social Security Board, North Presa and East Houston Streets, San Antonio, Tex.

Region	*States covered*	*Region*	*States covered*
XI	COLORADO, IDAHO, MONTANA, UTAH, WYOMING: Social Protection Supervisor, FSA, c/o Social Security Board, 730 Seventeenth Street, Denver, Colo.	XII	ARIZONA, CALIFORNIA, NEVADA, OREGON, WASHINGTON: Social Protection Supervisor, FSA, c/o Social Security Board, 785 Market Street, San Francisco, Calif.

Territories

ALASKA:
Mr. Hugh J. Wade,
Territorial Director,
Community War Services,
Territorial Building,
Juneau, Alaska.

HAWAII:
Mr. Robert W. Beasley,
Territorial Director, Community War Services,
425 Dillingham Building,
Honolulu, T. H.

PUERTO RICO:
Mr. Conrad Van Hyning,
Caribbean Area Director,
Community War Services,
c/o Fred P. Bartlett,
National Resources Planning Board,
Government Building,
San Juan, Puerto Rico.

UNITED STATES PUBLIC HEALTH SERVICE

Division of Venereal Diseases

THE DIVISION OF VENEREAL DISEASES, United States Public Health Service, with headquarters in Washington is responsible to Congress for administering Federal appropriations for venereal disease control by State and local health departments.

The Congress enacted on July 9, 1918, the Venereal Disease Control Act which established the Division of Venereal Diseases in the Public Health Service. Under this act, the Division is charged with the following duties (1) to study and investigate the cause, prevention, and treatment of the venereal diseases, (2) to cooperate with State boards and departments of health in the control of these diseases and (3) to prevent the spread of these diseases in interstate traffic. On May 24, 1938, the basic act was amended by an authorization for the appropriation annually of funds which may be utilized for the study and investigation of venereal diseases and for grants-in-aid to assist the States. The latter act has stimulated and greatly implemented venereal disease control services in all of the States of the Union.

The control program consists mainly of some 3,700 venereal disease clinics which furnish free tests and treatment. In order to obtain Federal funds for operation of their clinics, the States, cities, and counties must meet certain minimum scientific and administrative standards which are set up by a national association of State health officers in cooperation with the medical experts of the Public Health Service. The

Public Health Service also conducts a scientific research program which is continually investigating and improving the medical and laboratory aspects of venereal disease control. When new discoveries or improvements in old methods are perfected, the Public Health Service informs the State health departments and the entire medical profession. It also assists by assigning especially trained doctors and nurses to the States; by developing posters, pamphlets, and motion pictures for educating the general public; and by providing many other special services.

The doctors of the Public Health Service are commissioned medical officers who, in wartime, wear a special uniform very similar to that of the United States Army. Those who are engaged in venereal disease control work are highly trained specialists who keep in close touch with the venereal disease problems of the States comprising the Public Health district to which they are assigned. Subject to the orders of their superior officer who is in charge of all public health activities for the district, these venereal disease control officers are available to States and local health departments for special consultation and advice.

Another group of Public Health Service venereal disease control officers is assigned to work directly with State and local health officers. While they are on this assignment they are subject to the orders of the State health officer.

A third group of Public Health Service officers which is concerned with venereal disease control work, consists of the liaison officers who are attached to the various service command headquarters of the United States Army. These officers investigate conditions and coordinate venereal disease and other civilian public

health activities as they directly affect the soldiers in the service command to which they are attached. They are responsible to the Surgeon General of the Public Health Service in Washington but work in close cooperation with the district directors and regular venereal disease control officers above described.

The policy of the Public Health Service in all its activities is to work through and with the State health departments. Special advisory service, educational materials and advice, conferences, and other matters which are needed by police officers may be obtained from the Public Health Service. It is advisable to arrange for this special assistance through local and State health departments in conformance with the relationships which have been described. In exceptional circumstances, however, law enforcement authorities may appeal for technical and other assistance and advice directly to the Surgeon General of the United States Public Health Service in Washington, D. C.

THE MILITARY POLICE

MILITARY POLICE may arrest any member of the armed services for violations of either military law or the laws of the several States and municipalities and of the Federal Government.

Except for civilians accompanying or serving with the Army in the field, military police have no more authority to arrest civilians than that given to any private citizen. However, in an area under military jurisdiction such as an Army post, camp, or station, military police may, upon the order of the commanding officer, eject such persons from the Federal reservation. Military police are not authorized to serve as deputies of civil peace officers.

THE SHORE PATROL

THIS IS A QUOTATION from Article 698, United States Naval Regulations 1920:

"698. (1) When liberty is granted to any considerable number of men, in any except a city large enough to properly care for them without danger of disturbance or disorder, the commander-in-chief shall cause to be landed with the liberty party a sufficient patrol of petty officers of the Navy or noncommissioned officers of the Marine Corps, in charge of an officer, to maintain order and suppress any unseemly conduct on the part of any member of the liberty party. A sufficient number of officers shall be detailed to act as assistants to the senior patrol officer. The senior patrol officer shall communicate with the chief of police or other local officials and make such arrangements with him to aid the patrol in properly carrying out its duties as may be practicable."

(Continued from back of cover)

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Lt. Col. THOMAS B. TURNER, Chief, Subdivision of Venereal Disease Control, Office of the Surgeon General.
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The Navy Department

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Commander JOHN L. REYNOLDS, representing the Secretary of the Navy.
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